State Government

Steve

- ★ *Commission on Intergovernmental Relations*
- ★ *The American Assembly*
- ★ *State Aid and Support of the Schools*
- ★ *Conference of Chief Justices*
- ★ *Mental Health Training and Research*

Among the States

Attorneys General Meet.—The National Association of Attorneys General held its Forty-seventh Annual Meeting at Sylvan Lake, South Dakota, August 9–12. Numerous problems of interest to the states and territories were discussed, including federal-state relations, law enforcement, organization and operation of the Attorney General's office, supervision of charitable trusts and administration of reciprocal enforcement of support laws. Committee reports were presented on habeas corpus, labor relations, narcotic drug control, submerged lands and treaty-making. Resolutions adopted dealt with these matters, as well as with regulation of lobbying, utility rate regulation, federal investigations of state institutions, and the enactment of laws in the states giving Attorneys General the general power of subpoena. Herbert Brownell, Attorney General of the United States, participated in the conference and urged closer cooperation between his office and the offices of the state and territorial Attorneys General. Attorney General Eugene Cook of Georgia was elected President and Attorney General C. William O'Neill of Ohio Vice-President for 1953–54.

●

Secretaries of State Meet.—Amendment of state constitutions to permit 18-year-olds to vote throughout the United States was indorsed by the National Association of Secretaries of State at its recent annual meeting in Seattle, Washington. The association also recommended an amendment to permit properly registered voters, moving from one state to another, to vote in the second state at a time earlier than is now required to establish residence. The conference elected Earl Newbry, Oregon, as President; Ben W. Fortson, Jr., Georgia, Vice-President; Gene D. Smith, Pennsylvania, Treasurer; Heber A. Ladner, Mississippi, Secretary; and Beatrice Roach, New Mexico, Corresponding Secretary.

●

Uniform Law Commissioners.—The National Conference of Commissioners on Uniform State Laws met in its sixty-second year at Boston, Massachusetts, August 17–22. New uniform acts approved and promulgated at the meeting were the Uniform Adoption Act, the Uniform Rules of Evidence, the Simultaneous Death Act as amended, and the Ancillary Administration of Estates Act as amended. These new measures will be carried by the Council of State Governments in its report *Suggested State Legislation, Program for 1954*. The Conference elected Joe C. Barrett of Arkansas as its new President; Barton H. Kuhns of Nebraska, Chairman of the Executive Committee; Willoughby Colby of New Hampshire, Vice-President; John Conway of Wisconsin, Secretary; and Tom Martin Davis of Texas, Treasurer.

●

Pennsylvania Legislation.—The 140th regular session of the Pennsylvania General Assembly adjourned *sine die* on July 27. Among the major enactments was adoption, for the first time, of a general sales tax of 1 per cent, with exemptions for food, clothing, restaurant meals, medicine, prescriptions, and other items—such as cigarets and motor fuel—which are already taxed. The legislature approved a biennial budget slightly exceeding $1 billion, balanced by the additional revenue from the sales tax. A legislative reapportionment bill was adopted for the first time in thirty years; based on the 1950 census, it increases the House membership from 208 to 210; the Senate remains at 50 seats. Other enactments included ratification of the Middle Atlantic Interstate Forest Fire Protection Compact; adoption of the Uniform Commercial Code—making Pennsylvania the first state to act affirmatively on this major measure; and approval of amendments to the Uniform Reciprocal Enforcement of Support Act. A proposed compact for development of the water resources of the Delaware River was approved by the House but died in the Senate.

●

Port Crime Compact.—President Eisenhower on August 12 signed into law the federal consent act to the compact between **New Jersey** and **New York** for the purpose of wiping out racketeering and criminal activities on the waterfront. Under the compact rigid controls will be set up on the hiring and licensing of waterfront workers; legitimate dock activity is to be freed from the operations of waterfront racketeers; a commission is to establish central employment exchanges and information centers and license stevedore contractors, port watchmen, longshoremen, pier superintendents and foremen; the practice of "public loading" is to be abolished. The regulatory and control provisions go into effect December 1. Governor Dewey of New York has named Lieut. General George P. Hays, and Governor Driscoll of New Jersey has named Major General Edward C. Rose, to be the members of the bi-state commission. The two generals have already met to make preliminary arrangements for operation of the agency.

●

Mental Research in Louisiana.—A new "acute and diagnostic unit" has been completed at Southeast Louisiana Hospital near Mandeville. A fifty-two bed diagnostic center in the unit has been designed especially to facilitate team investigation of mental illness. Treatment teams will comprise a neurologist, neurosurgeon, psychiatrist, psychoanalyst, physiologist, psychologist, internist, pathologist, radiologist, electronics engineer, biochemist, medical technician, nurse and social worker. Louisiana State University and Tulane University teachers, students and researchers also will take part. A biochemistry laboratory, an instrument repair and development shop, and electronic, X-ray and photographic equipment are among

(Continued on Inside Back Cover)

STATE GOVERNMENT

THE MAGAZINE OF STATE AFFAIRS

VOLUME XXVI October, 1953 NUMBER 10

CONTENTS

ARTICLES **PAGE**

The Commission on Intergovernmental Relations 234
The American Assembly ..... RICHARD HARTSHORNE 235
State Aid and the Support of our Public Schools ..... ROGER A. FREEMAN 237
Conference of Chief Justices—1953 241
Training and Research in State Mental Health Programs 246

NOTES

Among the States ..... INSIDE FRONT COVER

STATE GOVERNMENT is published monthly by the Council of State Governments, 1313 East 60th Street, Chicago 37, Illinois. It is a forum for the discussion of governmental problems of interest to its readers. The views expressed by its contributors are not necessarily the views of the Council of State Governments.

Address communications to STATE GOVERNMENT, 1313 East 60th Street, Chicago 37, Illinois. Contributors' manuscripts should reach this office at least one month before publication date. Reprints available at cost. Copies of STATE GOVERNMENT are available at 50 cents each, or $5.00 per yearly subscription.

FRANK SMOTHERS
Editor

M. CLAIR COTTERILL
Assistant Editor

The Commission on Intergovernmental Relations

MEMBERSHIP of the Commission on Intergovernmental Relations, authorized by Act of the Eighty-third Congress, is now complete, and the Commission is at work in the studies that will be the basis of its report to the President and Congress.

In making the final appointments President Eisenhower stated on September 18:

"Completion today of the membership of the Commission on Intergovernmental Relations marks the commencement of an historic undertaking: the elimination of frictions, duplications and waste from federal-state relations; the clear definition of lines of governmental authority in our nation; the increase in efficiency in a multitude of governmental programs vital to the welfare of all Americans.

"The members of the new Commission are distinguished, able, wisely informed in the area of study, and broadly representative in the problem area. They have my deep appreciation and, I am sure, the appreciation of all Americans for their willing dedication of their valuable time and talent to this great national purpose."

The Commission comprises twenty-five members. In accordance with the Act of Congress, fifteen of them, including the Chairman, were appointed by President Eisenhower; five by the President of the Senate, Vice-President Richard M. Nixon; and five by the Speaker of the House of Representatives, Joseph W. Martin, Jr. The members are as follows:

Appointed by the President

Public Members

DR. CLARENCE E. MANION, Indiana, Former Dean of the Law School of the University of Notre Dame, *Chairman*.

WILLIAM ANDERSON, Professor of Political Science at the University of Minnesota.

LAWRENCE A. APPLEY, New Jersey, President of the American Management Association.

JOHN E. BURTON, Vice-President of Cornell University, Former Chairman of the New York State Power Authority and Former New York State Budget Director.

CHARLES HENDERSON, Mayor of Youngstown, Ohio, and President of the Ohio Municipal League.

SAM HOUSTON JONES, Former Governor of Louisiana.

CLARK KERR, Chancellor of the University of California and public member of the Wage Stabilization Board, 1950–51.

MRS. ALICE K. LEOPOLD, Secretary of State of Connecticut.

Governors

JOHN S. BATTLE, Virginia.

ALFRED E. DRISCOLL, New Jersey.

ALLAN SHIVERS, Texas, Former Chairman of the Governors' Conference.

DAN THORNTON, Colorado, Chairman of the Governors' Conference.

Executive Branch, United States Government

MARION B. FOLSOM, New York, Under Secretary of the Treasury.

MRS. OVETA CULP HOBBY, Texas, Secretary of the Department of Health, Education, and Welfare.

VAL PETERSON, Director of the Federal Civil Defense Administration, Former Governor of Nebraska and Former Chairman of the Governors' Conference.

Appointed by the President of the Senate

SENATOR GUY CORDON, Oregon.
SENATOR ROBERT C. HENDRICKSON, New Jersey.
SENATOR CLYDE R. HOEY, North Carolina.
SENATOR HUBERT H. HUMPHREY, Minnesota.
SENATOR ANDREW F. SCHOEPPEL, Kansas.

Appointed by the Speaker of the House

REPRESENTATIVE JOHN D. DINGELL, Michigan.
REPRESENTATIVE JAMES I. DOLLIVER, Iowa.
REPRESENTATIVE BROOKS HAYS, Arkansas.
REPRESENTATIVE NOAH M. MASON, Illinois.
REPRESENTATIVE HAROLD C. OSTERTAG, New York.

The Act of Congress creating the Commission—Public Law 109—provided that not more than nine of the fifteen members appointed by the President were to be members of the same political party; and that of the five each appointed by the President of the Senate and the Speaker of the House, three were to be from the majority party and two from the minority.

CREATION of the Commission followed the evolvement of many proposals in recent years looking to clearer definitions of federal, state and local governmental responsibilities, to development of a sound order in federal-state-local relations, and to creation of tax systems compatible with the responsibilities of each level of government.

Both the Governors' Conference and the Council of State Governments have devoted much attention to these problems, and in 1948 the Council con-

(*Continued on page 251*)

For three years the American Assembly, which meets annually in Arden House, some fifty miles from New York City, has been contributing constructively to citizenship education for American adults. It has done so through the sessions at Arden House itself, in which representative citizens from many walks of life discuss pressing nationwide problems; through its cooperation with numerous local American Assemblies and other civic and discussion groups; and through publication of informative material that is in wide demand. In this article Judge Hartshorne tells how and why the Assembly was launched and describes its operations to date.

The American Assembly

An Aid to "Government by the People"

By Richard Hartshorne

Judge, United States District Court, District of New Jersey

A government official is always heartened when he discovers real interest on the part of the citizens themselves in good government. For this means that his efforts to that end will receive the backing they deserve, and without this backing he knows that his efforts cannot be successful in the long run. When interest on the part of the citizens is expressed not as a mere "flash in the pan" but in a systematic, continuous way, and as to the most serious problems faced by the nation, government officials can well be overjoyed.

Thus all government officials throughout the United States will be glad to know more about the American Assembly, composed of outstanding citizens from every walk of life, which meets every year, to seek the solution of such outstanding and varied problems facing the nation as "The United States and Its Relations with Western Europe," "Inflation" and "The Economic Security of Americans." The first two were the topics discussed by the American Assembly in its recent sessions, the first in 1951 and the second in 1952. The third will be discussed at the assembly this year.

What, then, is the American Assembly? How does it operate? How valuable are its conclusions? How do its conclusions aid our country?

"The aim of the American Assembly is to throw impartial light on the major problems which confront America, so that our citizens can take effective steps toward solving these problems." Thus reads the announcement of its creation by President Eisenhower, when he was President of Columbia University in 1950. In fact, President Eisenhower stated in a letter in 1952 to former Ambassador Lewis W. Douglas, President of the American Assembly, "that the American Assembly was perhaps the most important step I had taken during my presidency of Columbia University. My experiences at SHAPE, and more recently in the United States, have convinced me that the work of the American Assembly is needed more than ever. The American Assembly must continue to furnish our citizens and our government with objective facts, findings, and practical courses of action in dealing with vital U. S. problems. . . . Free citizens can make up their own minds on public questions if they have access to sound, unbiased facts."

That is indeed the essence of "Government by the People." It requires presenting our citizens (1) with sound, unbiased facts, (2) with an opportunity to reach and express their joint conclusions on such facts, and finally it requires (3) the transmission of such conclusions to the governmental representatives of the citizens for action. How the American Assembly pursues these objectives appears below.

During World War II, General Eisenhower was disturbed by questions from his soldiers such as "What are we fighting for?" "Why does America care what a foreign dictator does?" Apparently our citizens, and particularly our youth, had not been given a clear understanding of America's rights and responsibilities as a nation, among the nations of the world. Accordingly, General Eisenhower resolved to aid in presenting the unbiased facts in this regard to the citizens of America for their own conclusions and action.

When W. Averell Harriman, formerly Director of the Mutual Security Agency, gave to Columbia University his old family home, Arden House, atop the Ramapo Mountains, some fifty miles north of New York City, and his brother, Roland, then head of the American Red Cross, joined him in adapting this very large house to conference purposes, Gen-

eral Eisenhower saw the practical opportunity to achieve the first step of his plan.

So Arden House was selected as the meeting place of the American Assembly, an annual gathering of American citizens representative of all walks of life, to whom should be presented the full, unbiased facts on all sides of the most serious problems facing this country and its citizens. There these Americans would have the opportunity to consider such facts in conference, and to reach and express their conclusions, not for the benefit of any particular segment of the people, but for the joint benefit of all the people, of whom they were in fact representative.

Small wonder, in view of the above questions from Young America during World War II, that the first topic on which the American Assembly conferred was "United States–Western European Relationships"–the problem most directly affecting the lives of our citizens in the international sphere. Small wonder, in view of its direct effect on the "bread and butter" of each one of us, that the next problem that was considered by the American Assembly was inflation.

PERHAPS a bird's-eye view, from a participant, of exactly how the American Assembly works will be helpful and interesting. Take the Assembly on Inflation, for instance. To this were invited some seventy-five representative citizens, literally from all walks of life. They included not only several lawyers, and a judge, and, as was to be expected, a number of professional economists and outstanding bankers and businessmen, but representatives of several labor unions. Also included were several prominent editors, representing the *New York Times*, *Business Week*, and on the distaff side, the *Ladies' Home Journal*, and *Mademoiselle*. These, with the president of a state university, leaders from the Grange League Federation, and other groups, completed an Assembly representative of essentially all segments of American citizenry, so that all viewpoints could be thoughtfully presented and considered before a conclusion was reached.

But before these representative citizens were called together, the facts of the problem had been gathered, screened to assure their unbiased character, and placed in pamphlet form in the hands of each conferee, for his previous consideration. Thereafter, for some three solid days, these conferees met, to present their considered views on inflation and its proper solution, with regard not merely to the segment of the population from which each individual came but, as a citizen of the United States, with regard to the welfare of the country as a whole.

That this is indeed the spirit with which the American Assembly works may be gathered from two incidents that occurred at the Inflation Assembly. During the course of its deliberations, the subordinate topics, bearing on inflation, of both taxation and the protective tariff, were discussed. During the discussion on the excess profits tax a representative of one of the labor unions arose and said, substantially: "Gentlemen, I realize that what I am about to say is not the view of most of the members of my union. But I really think I know a bit more about this particular matter than they. And, as we are interested in what is good for the country, I will state that I consider the excess profits tax to be a misnomer, an evil, and that it should be abolished."

Similarly, in the course of the conversation regarding protective tariffs, one of the outstanding industrialist representatives, whose organization is directly interested in such tariffs, stated substantially that, although any sudden removal of protective tariffs would, of course, dislocate and harm both the industry and the labor involved, he realized that in the end the protective tariff must go.

It is thus not to be wondered at that at the end of the American Assembly's three solid, serious days of deliberation–covering budget and taxes, direct controls, debt policy, monetary and credit policies, international relationships, recession studies, importance of increased productivity–its proposed solutions for the problem of inflation would be sound and beneficial for the country as a whole.

BUT of course the mere gathering together of these representative citizens and their mere adoption of wise principles to solve pressing problems do not suffice unless these solutions result in effective steps toward solution. To help the citizens of America to take effective steps to solve their pressing problems–perhaps as proposed by the American Assembly itself–the Assembly disseminates its conclusions to a literal host of civic and discussion groups and to local American Assemblies, from coast to coast.

Both as a direct result of the action of the American Assembly itself and as a result of the action of these local Assemblies in advising their governmental representatives of their viewpoints, the American Assembly has received requests for its material from many members of Congress and state legislatures, from various federal and state agencies, from the Army, Navy, Air Force and United States embassies in foreign countries, and even from foreign governments. Obviously, the American Assembly thus is not only giving citizens access to

(*Continued on page 251*)

Aid to education accounts for slightly more than half of all state aid to the localities, Roger A. Freeman points out in this article, and it has been growing more rapidly than other categories. The author discusses this trend and its implications in the light of taxpaying abilities, the needs of the schools, and the levels of support they are receiving from state and local sources. In his view, state aid should continue, but more reliance should be placed on local property taxation, better administered and more accurately appraised than are the norms today. Mr. Freeman is Special Assistant to the Governor of Washington.

State Aid and the Support of Our Public Schools

By Roger A. Freeman

This nation's great public school system is in serious trouble. It is underhoused, underfinanced, understaffed." [1]

Since the Chairman of the National Citizens Commission for the Public Schools sounded that alarm four years ago, the warning signals have turned from "yellow" to "red." The year 1951 marked the end of a twenty-four-year period of relatively stable enrollment. In the fall of 1952 a record number of children pounded on our school doors. Every year from now till 1960, enrollment will reach new highs; it is expected to rise 8 million during the current decade. Faced with growing public resistance to further tax increases we must ask: How are we going to raise the funds needed for the maintenance of adequate educational standards? Which level of government is able and willing to undertake the task of extracting added billions from a citizenry which is balking at its present tax burden?

Federal Aid

For a number of years a strong movement has been on, to place school support, like most other troublesome problems, at the door of the federal government. Only the federal government, it is felt by many sincere and well-informed people, can cope adequately with a task of that magnitude. Federal aid is, of course, not a question of appropriating $300 million a year as envisioned by Senate Bill 472, Eightieth Congress, and similar subsequent measures. That would only be the beginning. The controversy rages over the basic questions: Can and will state and local governments continue to discharge their responsibility for the support of public schools or must they turn part of their burden over to the federal government? Shall states and their communities set their own standards of school support or shall the federal government underwrite the maintenance of national standards?

Public school education is the only major state-local function left without federal subventions. Is the secular trend toward centralization of responsibility and power in the federal government irreversible? The fate of the drive for "federal aid to education" may yield the answer to those questions.

At present prevailing sentiment seems to favor home rule and local self-reliance. Moreover, the federal government is now running a near-record peacetime deficit, its debt is at an all-time high and suggestions to raise the level of federal taxation would be opposed by the general demand for tax reduction. The continuing pressure of the national security program upon federal resources makes it unlikely that the federal government will wish to add new domestic responsibilities to its existing wide-flung obligations.

The new United States Commissioner of Education, Lee M. Thurston, stressed in a recent interview that "states and local communities must solve their own school problems—as is required under the Tenth Amendment to the Constitution." [2]

Should the needed funds be raised locally? The Commissioner of Education stated in another interview "More funds must come from the local communities themselves. . . . That is the basic traditional American way of financing public schools." [3]

But the call is loud and persistent at legislative session time in nearly every capital in the union

[1] Roy E. Larsen: *A Citizen Looks at His Schools*, The Annals of the American Society of Political and Social Science, vol. 265, 1949, p. 160.

[2] *"Back to School—and a Bigger Jam,"* U.S. News and World Report, September 4, 1953.

[3] Benjamin Fine: "Local Responsibility for Schools is Stressed by New Commissioner of Education," *The New York Times*, July 26, 1953.

that local tax-raising ability is exhausted, that the old standby, the general property tax is overworked, that traditional methods no longer will suffice, that additional local taxing powers will not do the job and that our public school system will break down unless much greater state aid is forthcoming. Is greater state aid the answer to our school problem?

State Aid to Local Governments

State grants-in-aid have accounted for a steadily growing share of local government revenue for many years. They are rising faster than state tax collections. States have financed grants-in-aid by gradually using up surpluses built up during the war years, by increasing tax rates and by levying new taxes. A few states, in which executive-legislative agreements on new taxes could not be reached, went on a deficit basis.

Every year since 1948 state expenditures have exceeded general state revenues. The widening gap was narrowed temporarily by the windfall in tax receipts that followed the outbreak of the Korean conflict. State tax collections now are flattening out. Further increases in state aid can be financed only by tax increases.

Resistance to further growth of the state aid system has been mounting of late. Legislative messages in 1953 and the discussions at the 45th Governor's Conference in August 1953 showed that many governors are deeply concerned over the steady growth of state grants-in-aid and their effect on state budgets. Aid to education accounts for slightly more than half of all state aid; it has grown faster than other items of state expenditure. It therefore can well be said that "the state tax problem is largely a problem of finding money to finance public instruction." [4]

Needs and Support of Public Schools[5]

Between the school years 1929-30 and 1949-50 enrollment in full-time elementary and secondary day schools dropped from 25.7 million to 25.1 million, or 2.2 per cent.

Revenue receipts of public school systems climbed from $2.1 billion to $5.4 billion, an increase of 161 per cent; personal consumption expenditures rose only 129 per cent. School revenues in 1929 equaled 2.65 per cent of all personal consumption expenditures; in 1949, 3.01 per cent. In dollars of constant value (adjusted for price increases) the rise in school revenues was 88 per cent—in a period of slightly dropping enrollment. Americans have done well by their schools.

Most of the increased revenues in those twenty years came from state sources. State school support rose 341 per cent in dollars of constant value, local school support only 30 per cent. State sources accounted for 17 per cent of public school revenue in 1929; for 30 per cent in 1939; for 40 per cent in 1940; for about 45 per cent in 1952. The states have done well by their schools.

Where is state school support heading? 50 per cent? 70 per cent? 100 per cent? Educators generally feel that 100 per cent state support is not desirable.[6] But they believe that the shift of the school support to the state, away from the property tax, is a healthy trend which needs strengthening. It has become almost an axiom that high state support means high standards, dependence on local support low standards. But is this necessarily the case?

It seems worth while to find out whether there is a correlation between the extent of state support and the adequacy of school funds. In Tables I and II the per cent of school revenues derived from state sources is correlated with "expenditures per pupil in average daily attendance" and with the increase in current expenditures needed in each of the forty eight states "to bring full-time public elementary-secondary education to a desirable level." The latter yardstick was developed last year by Herbert S. Conrad, Chief of Research and Statistical Standards, U. S. Office of Educa-

[4] Pennsylvania Tax Study Committee: *The Tax Problem*, 1953, p. 19.

[5] Unless otherwise noted all succeeding school statistics were derived from the last *Biennial Survey of Education:* Federal Security Agency, Office of Education: *Statistics of State School Systems, 1949–50*, published 1952.

[6] R. L. Johns and E. L. Morphet: *Problems and Issues in Public School Finance*, Teachers' College, Columbia University, 1952, p. 234 ff.

TABLE I

EXTENT OF STATE SCHOOL SUPPORT, EXPENDITURE LEVELS AND ADEQUACY OF SCHOOL FUNDS, 1949–50.

Per Cent of School Revenues Derived from State Sources		Current Expenditure per Pupil in Average Daily Attendance		Increase in School Funds Needed to Bring Education to a Desirable Level[a]	
RANGE		Median	Interquartile Range	Median	Interquartile Range
Highest 12 states	59.9% or over	$145.34	$122.88–$218.28	106%	38%–149%
Upper medium 12 states	39.5% to 58.0%	194.16	159.57– 232.89	55	29 – 89
Lower medium 12 states	24.1% to 38.6%	230.88	208.94– 248.43	30	21 – 44
Lowest 12 states	3.2% to 22.3%	230.44	218.37– 249.43	30	20 – 37

(a) This yardstick measures only standards of expenditure, not standards of education or achievement.

TABLE II

DEPENDENCE ON PROPERTY TAXES, EXPENDITURE LEVELS AND ADEQUACY OF SCHOOL FUNDS, 1949–50

Per Cent of School Revenues Derived from Property Taxes		Current Expenditure per Pupil in Average Daily Attendance		Increase in School Funds Needed to Bring Education to a Desirable Level[a]	
R A N G E		Median	Interquartile Range	Median	Interquartile Range
Lowest 12 states	8.7% to 35.0%	$145.34	$122.88–$218.28	106%	38%–144%
Lower medium 12 states	38.6% to 58.5%	212.32	159.57– 244.23	41	23 – 89
Upper medium 12 states	58.9% to 71.0%	219.83	189.44– 241.74	37	19 – 58
Highest 12 states	74.4% and over	230.44	219.12– 247.51	30	21 – 37

(a) This yardstick measures only standards of expenditure, not standards of education or achievement.

tion.[7] In Table I the states are divided into four groups of twelve each, according to the percentage of school funds derived from state sources. Table II follows the same method but groups the states according to the percentage of school funds derived from property taxes.[8]

Thus the public school systems which depend most heavily on property taxes and receive the smallest share of their income from state sources generally have the highest expenditures per pupil in average daily attendance, and the least need for additional funds; conversely, the public school systems which depend most heavily on state support and receive the smallest share of their income from property taxes generally have the lowest expenditure per pupil in average daily attendance and need the greatest increase in school funds to bring their education to a desirable level.

Because these findings are quite surprising it seems advisable to verify them from another source. Table III shows the relation between the extent of state support and expenditure per pupil in average daily attendance as derived from the *Advance Estimates of Public Elementary and Secondary Schools for the School Year 1952–53*, by the National Education Association.

TABLE III

EXTENT OF STATE SUPPORT AND EXPENDITURES PER PUPIL IN A.D.A.—1952–53

Per Cent of School Revenues Derived from State Sources		Expenditures per Pupil in Average Daily Attendance	
R A N G E		Median	Interquartile Range
Highest 12 states	60% and over	$198	$158–$245
Upper medium 12 states	43% to 58%	211	145– 289
Lower medium 12 states	25% to 42.5%	250	202– 274
Lowest 12 states	25% or below	253	228– 269

It is quite possible, though hard to prove or disprove, that the correlation between dependence on state support and inadequacy of school funds is a mere coincidence, caused by an accidental occurrence of both factors in the same states. To conclude that high state support leads to low expenditure standards and low state support to high standards would be without substance and erroneous.

All except three of the public school systems which depend largely on state support are located in low income states. Low income is the major cause of their low expenditure level; but it is not the whole cause. We related "expenditure per pupil in ADA" to "per capita income" in all states (1949–50): median expenditure per pupil in ADA in the 12 public school systems with the highest state support equalled 15.44 per cent of per capita income, in the twelve states with the lowest state support 17.10 per cent. In other words, even as related to their per capita income, states with prevailing local school financing maintain higher school expenditure levels.

Has the extent of state aid weakened local responsibility in the high-support states? We might try to find the answer by correlating the extent of state school support with the local tax burden: Table IV shows that high state support typically accompanies a low local tax burden (local taxes as per cent of state income payments).

TABLE IV

EXTENT OF STATE SCHOOL SUPPORT AND LOCAL TAX BURDEN

Per Cent of School Revenues Derived from State Sources		Local Taxes in Per cent of State Income Payments	
R A N G E		Median	Interquartile Range
Highest 12 states	59.9% and over	2.30%	1.97–2.61%
Upper medium 12 states	39.5%–58%	3.76	3.20–4.43
Lower medium 12 states	24.1%–38.6%	4.12	3.67–4.85
Lowest 12 states	22.3% and less	4.96	4.61–5.32

SOURCE: State School Support—*Biennial Survey of Education, op. cit.*
Local Tax Burden—Roger A. Freeman: *The State and Local Tax Burden*, State Government, April 1953.

A closer scrutiny reveals that liberal property tax exemptions, property tax limitations and under-assessments are most common in high-state-support-low-local-tax-burden states. The low level of local taxation—expressed in per cent of income payments—indicates that it was not lack of local taxpaying ability which made high state support necessary. State aid has often served more to lighten the burden of local taxation and to relieve local officials of an onerous duty than to support the schools.

[7] Herbert S. Conrad and Rose Marie Smith: *Good Education—What Would It Cost?*—School Life, November 1952, p. 23.

[8] Federal Security Agency, Office of Education, *Public School Finance Programs of the Forty-Eight States*, 1950, Table 2.

A great deal has been said about the inadequacy of the property tax to supply the needs of local government. Until 20 years ago, property taxes totaled more than all other federal, state and local taxes together. The movement for greater state aid gained impetus as a drive to relieve the excessive burden upon property. It succeeded well. The states all but withdrew from the property tax field in favor of local government, took over certain functions and extended state aid. Property tax collections fell from 11.2 per cent of the national income in 1932 to 2.9 per cent in 1952. They slid from 59 per cent of all tax collections in 1932 to 11 per cent in 1952. Could it be that the property tax "disintegrated"[9] because the pastures of state aid looked greener?

The growing demand for greater state aid forced states into expanding their tax base. Nine states have enacted retail sales taxes in the last six years; no state has adopted an individual income tax since 1937, and only one state added a corporation income tax. The recent shift of school support from the local level to the state has tended to be largely a shift from the property tax to consumption taxes. The states now derive more than half of their tax revenue from sales and gross receipts taxes:

State Tax Collections 1953[10]

Sales and Gross Receipts Taxes	59 %
Income, Death and Gift Taxes	19 %
Property Taxes	3.5%
Licenses, Permits and Others	18.5%
	100 %

Opinions on the fairness of consumption taxes are sharply divided. The sales tax is a good, dependable revenue producer, inexpensively collected, paid in a "painless" way. It is broad-based and open, a daily reminder to all residents that government services must be paid for. Its main virtue in the opinion of some is that it prevents a division of the citizens into two groups: Those who pay taxes and those who receive benefits. But many economic theorists take a dim view of consumption taxes. They prefer taxation which is geared more directly to ability to pay. "It will be generally agreed, in this country at least, that the two most important economic differences among persons, which bear on the amount of taxes they should pay, are the amounts of income they receive and the amounts of property or 'wealth' they possess."[11]

Further increases in state aid to schools obviously would require tax increases at the state level. The trend of the last few years seems to indicate that taxpayers are more likely to be tapped by consumption taxes than by income taxes. The choice of a source for added funds for schools lies, then, between the property tax, which is a proportionate tax, and sales or gross receipts taxes, which are generally regarded as regressive taxes.

Why then do the school forces which are so much in appearance at legislative session time, feel that state support is more desirable than local support? The answer, I believe, was given by Charles Conlon at the Forty-Fifth Annual Conference on Taxation in 1952:[12] "The taxes that somebody else levies and you spend are, of course, the most desirable kind."

Is the drive for a further shift of school support from the local level to the state motivated, subconsciously or otherwise, by a desire to avoid the onus of raising taxes?

Those who decide on expenditure policies should bear the political responsibility for the raising of the necessary funds. In no other way can we strike a sound balance between the demand for public services and the people's willingness to pay for them. An administrative body which receives the bulk of its support from a superior unit of government will find that the substance of its authority is eroding, that its control over policies is gradually shifting to the parent unit. That is as it should be, in the interest of responsible public management. It is naive to expect that more than a mere facade of local autonomy can be preserved by a local body which subsists largely on subsidies from a central government.

An Action Program for School Support

A rounded school program should be based on a true state-local partnership in which the two partners aim not at getting by with the least contribution but at joining their best efforts toward the common goal. Without that, federal intervention is but a question of time. Statistical studies seem to indicate that the optimum of state financial support in the majority of the states may lie somewhere between one-third and one-half of the current school revenues. Many states in the low per capita income bracket now provide more than 50%. They should, of course, not reduce their contribution. But a new vigor is needed in their local tax systems. Only two large states in the high per capita income bracket—Michigan and Washington —supply more than 60 per cent of the current school income.

A positive program for better school support can be summarized in five points:

(1) *To make state school aid more effective we*

[9] See: Mabel Newcomer: *The Decline of the General Property Tax*, National Tax Journal, March 1953.

[10] U. S. Bureau of the Census: *State Tax Collections in 1953*.

[11] Roy Blough: *The Federal Taxing Process*, Prentice Hall, N. Y., 1952, p. 19.

[12] National Tax Association: *Proceedings of the 45th Annual Conference on Taxation*, 1952, p. 335.

(*Continued on page 252*)

Conference of Chief Justices—1953

THE Fifth Annual Meeting of the Conference of Chief Justices was held at the Hotel Statler in Boston from August 20 to 23. The Chief Justices or Associate Justices of Supreme Courts of forty-seven states and one territory attended, and Chief Justice Kotaro Tanaka of Japan was a special guest.

The Conference included four round table discussion sessions at which the Justices considered means of improving the administration of justice. Each session was devoted to an analysis of a particular problem and its effects on state court systems.

Subjects of the round table sessions were the Creation and Function of Judicial Councils and Conferences; the Report of Committee on Habeas Corpus; Judicial Selection, Tenure, Compensation and Retirement; and Pre-Trial Conferences and Summary Judgments.

Chief Justice Arthur T. Vanderbilt of New Jersey presided at the first session, the discussion leaders of which included Associate Justice Milton B. Badt, Nevada; Chief Justice Arch N. Bobbitt, Indiana; Chief Justice Roger L. Dell, Minnesota; Chief Justice William W. Harvey, Kansas; Chief Justice Edward W. Hudgins, Virginia; Chief Justice Edward F. Merrill, Maine; Chief Justice B. K. Roberts, Florida; Presiding Judge Everett D. Roberts, South Dakota; Chief Justice John C. Sherburne, Vermont; and Chief Justice A. Cecil Snyder, Puerto Rico.

In discussing the topic the Chief Justices were concerned with a basic question: What contributions can judicial councils, judicial conferences and administrative offices make to the improvement of the administration of justice in state court systems? Justices from various states with one or more of these agencies discussed the roles they fulfill in their states. These functions vary considerably among the states. It was brought out, however, that most judicial councils appear to have three functions: to collect statistics—unless there is an administrative office in the state, to suggest changes in procedural rules and to make recommendations for improvement of judicial administration. Judicial conferences or committees under them conduct research on procedural or administrative problems and provide an opportunity for all judges in a state to participate in formulating recommendations for changes in rules or judicial organization. Administrative offices of the courts collect judicial statistics and perform numerous housekeeping and management tasks for the court system. There was general agreement that a judicial conference should include all justices of appellate courts and all judges of major trial courts in a state, as well as lawyers, legislative leaders and laymen. Although smaller, a judicial council should include representatives of the same groups.

Discussion in the round table led to adoption of the following resolution:

"The purpose of every state court system is to administer justice impartially, with the greatest efficiency and at least cost to litigants and taxpayers, and in accordance with the basic traditions of our government. Experience and study have shown that the attainment of these can be realized more effectively if the state court system contains:

"(1) An administrative office responsible to the Chief Justice or other administrative judge to assist him in the many business and administrative duties of the courts; and

"(2) A Judicial Conference composed of judges, legislative leaders, the law officers of the state and the counties, the deans of law schools, representatives of the state and county bar associations and also laymen gathering at least once a year to discuss an agenda prepared by the Supreme Court on recommendation of the bench and bar with reference to judicial procedure and administration; and/or

"(3) A smaller group representative of the same or similar elements known as a Judicial Council to make similar suggestions for improving procedure and administration.

"THEREFORE, BE IT RESOLVED, That the Conference of Chief Justices recommends that each state establish, in accordance with its traditions, an agency responsible to the Chief Justice or other administrative judge to administer court business and

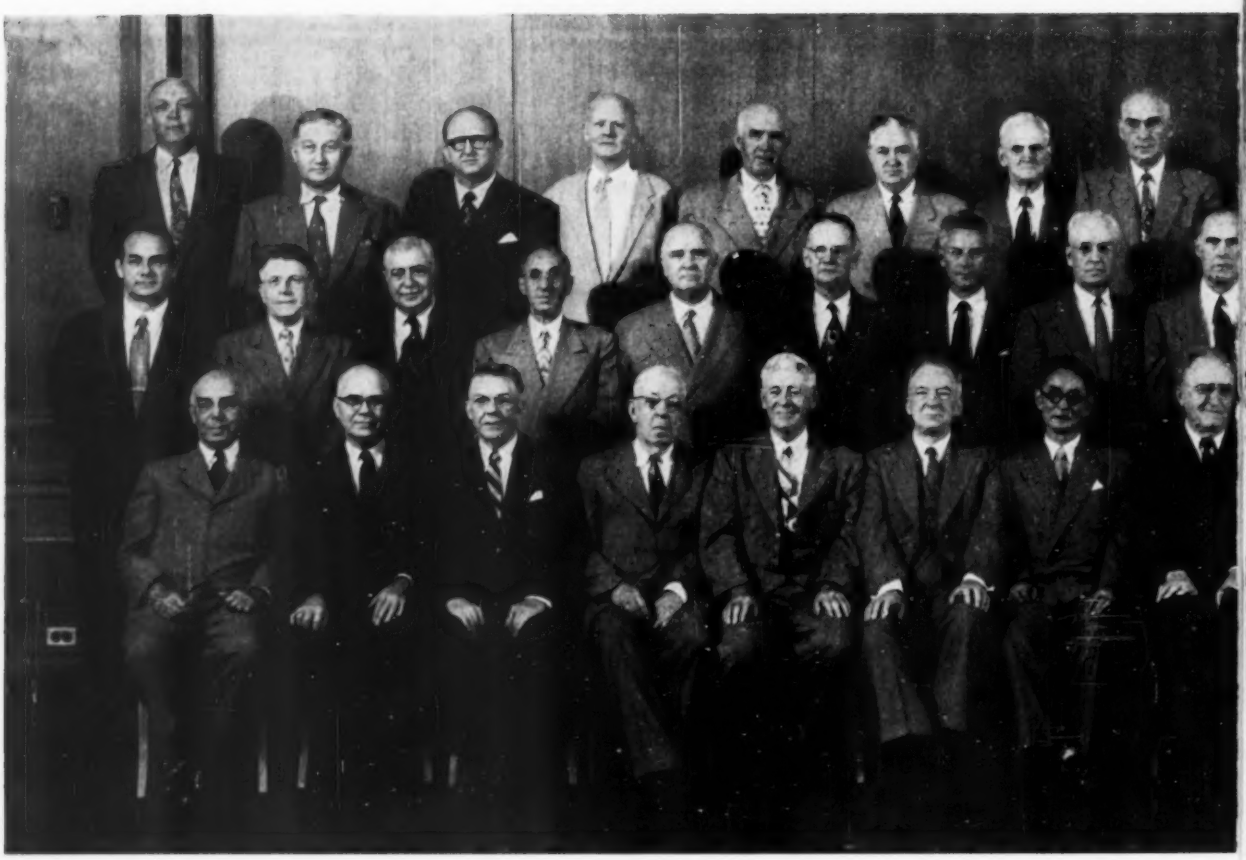
EXECUTIVE COMMITTEE

THE CONFERENCE OF CHIEF JUSTICES

1953–1954

The following Executive Committee for 1953–1954 was elected at the Fifth Annual Meeting of the Conference of Chief Justices on August 22, 1953:

Chief Justice Arthur T. Vanderbilt, New Jersey, *Chairman*
Chief Justice Carl V. Weygandt, Ohio, *Vice Chairman*
Chief Justice William H. Duckworth, Georgia
Chief Justice Edmund W. Flynn, Rhode Island
Chief Justice James Morris, North Dakota
Chief Justice Walter V. Schaefer, Illinois
Chief Justice Griffin Smith, Arkansas



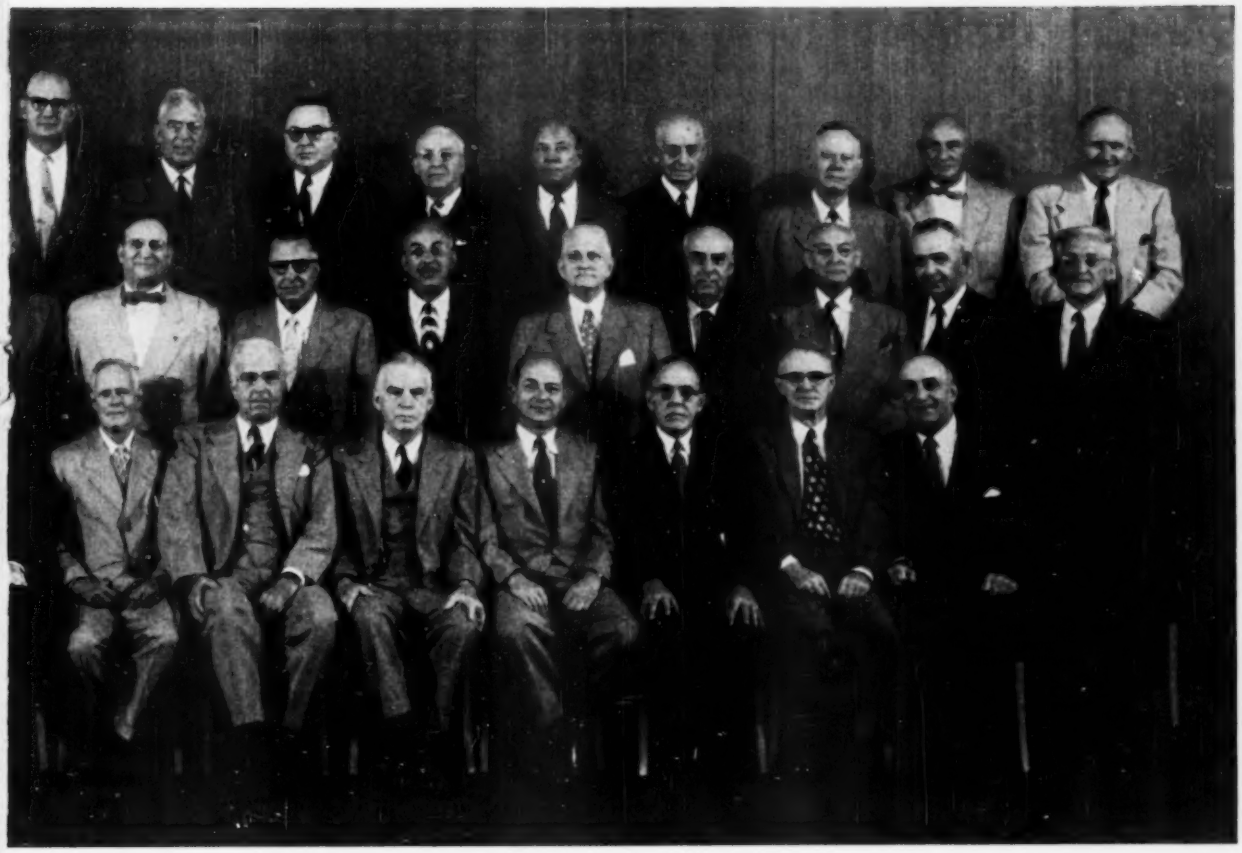
The Justices at the Fifth Annual Meeting of the Confere

a Judicial Conference or a Judicial Council, or both."

Chief Justice Stanley E. Qua of Massachusetts, Chairman of the Committee on Habeas Corpus, presided at the second session of the Conference. Other members of the committee who served as panel members were Associate Justice James T. Brand, Oregon; Chief Justice Edmund W. Flynn, Rhode Island; and Associate Justice Harold L. Sebring, Florida. Discussion leaders in the session also included Chief Justice Allyn L. Brown, Connecticut; Chief Justice William A. Devin, North Carolina; Chief Justice William H. Duckworth, Georgia; Chief Justice James E. Livingston, Alabama; Chief Justice Harvey McGehee, Mississippi; Chief Justice Walter V. Schaefer, Illinois; Associate Justice B. Rey Schauer, California; Chief Justice Clarence A. Southerland, Delaware; and Chief Justice Horace Stern, Pennsylvania.

A report by the Committee on Habeas Corpus recommended two methods of approach to problems in this field. First, the report suggested improvements in post-conviction procedures in state courts. Second, it recommended changes in federal law to reduce the jurisdiction of federal district and circuit courts in habeas corpus proceedings involving state prisoners. The report also contained an appendix analyzing the problems involved and noting the effects of various opinions of the United States Supreme Court.

With the committee's report as a basis of discussion, the Justices considered various means of meeting the problems arising from habeas corpus actions. Although some felt that state post-conviction procedures generally were satisfactory, and not a basic cause of difficulties in this area, it was the consensus that states should examine their procedures and make such improvements as might be necessary in accordance with the committee's suggestions. The justices discussed the desirability of various proposals for changes in federal law to reduce or eliminate the jurisdiction of inferior federal courts in these cases, and they considered the



nce of Chief Justices, Statler Hotel, Boston, Massachusetts.

probabilities of achieving the desired changes in federal statutes. Members concluded that the Conference should not attempt to draft amendments to federal statutes but should make emphatic its position on this matter and bring it to the attention of federal officials.

Accordingly, the Conference adopted the following resolution:

"WHEREAS it appears that by reason of certain principles enunciated in certain recent federal decisions, a person whose conviction in a criminal proceeding in a state court has thereafter been affirmed by the highest court of that state, and whose petition for a review of the state court's proceedings has been denied by the Supreme Court of the United States, may nevertheless obtain from a federal district or circuit judge or court, under a writ of habeas corpus, new, independent, and successive hearings based upon a petition supported only by the oath of the petitioner and containing only such statement of facts as were, or could have been, presented in the original proceedings in the state courts;

"AND WHEREAS the multiplicity of these procedures available in the inferior federal courts to such convicted persons, and the consequent inordinate delays in the enforcement of criminal justice as the result of said federal decisions will tend toward the dilution of the judicial sense of responsibility, may create grave and undesirable conflicts between federal and state laws respecting fair trial and due process, and must inevitably lead to the impairment of the public confidence in our judicial institutions;

"AND WHEREAS a special committee was appointed at the San Francisco meeting of the Conference of Chief Justices to report its findings and recommendations at this meeting;

"AND WHEREAS the committee has made its report and therein has made certain suggestions in regard to the improvement of various phases of state procedure and has also recommended that certain changes in the federal statutes be sought;

"NOW, THEREFORE, BE IT RESOLVED:

"(1) That the Conference of Chief Justices approves the report of the Committee so far as it deals with state court procedure and recommends the

enactment or adoption by the legislature, or the judicial rule-making authority, of the several states, of appropriate statutes or rules designed to put such procedure into force and effect to the extent that the same may be practicable in the several jurisdictions;

"(2) That the resolution adopted by this Conference in San Francisco on September 14, 1952, a copy of which is attached hereto and made a part hereof, is hereby expressly reaffirmed; and

"(3) That a copy of this resolution be brought officially to the attention of the Chief Justice of the United States, the Attorney General of the United States, the Judiciary Committees of the House of Representatives and the Senate of The United States, and the National Association of Attorneys General, to the end that the conflict presently affecting the relations between the state and federal judicial systems may be avoided by the adoption of suitable rules of court or the enactment of federal legislation, or both, by the appropriate bodies."

Chief Justice Carl V. Weygandt of Ohio presided at the third round table, at which the Justices discussed judicial selection, tenure, compensation and retirement. Discussion leaders included Chief Justice Hugh R. Adair, Montana; Chief Justice Roscoe P. Conkling, Missouri; Chief Justice Oscar M. Fritz, Wisconsin; Associate Justice Raymond L. Givens, Idaho; Chief Justice Harry L. S. Halley, Oklahoma; Associate Justice Harry S. Harnsberger, Wyoming; President Frank C. Haymond, West Virginia; Chief Justice Norman R. Hays, Iowa; Chief Justice Frank R. Kenison, New Hampshire; Chief Justice Albert B. Neil, Tennessee; Chief Judge Simon E. Sobeloff, Maryland; Associate Justice Taylor H. Stukes, South Carolina; Associate Justice Levi S. Udall, Arizona; and Associate Justice Adolph E. Wenke, Nebraska.

Chief Justices from many states reported growing interest among the judiciary, the bar and the public in the methods used to select judges. In many states, the American Bar Association plan of selection has received the endorsement of bar groups. Some members of the Conference recorded their support of this plan. Most of the Chief Justices, however, indicated that they were satisfied with the methods of selection currently used in their states. It was agreed that varying traditions within the several states lead to varying methods of selection and that the Conference should not endorse any one method as desirable for all states.

The Justices expressed concern about two aspects of judicial tenure. First, they considered the length of terms of appellate and trial court justices. Members of the Conference agreed that longer terms would increase the attractiveness of judicial service and would provide the states with the services of more experienced judges. Second, they discussed the tenure of Chief Justices. They recognized that rotating the chief justiceship at frequent intervals raised obstacles to effective judicial administration. Members of the Conference agreed that a permanent chief justiceship was desirable as a means of providing continuing leadership for the judicial system in each state.

As a result of this discussion, the Conference adopted the following two resolutions:

"One of the important difficulties in the judicial systems is the short judicial tenure in many states. Longer tenure not only will make judicial service more attractive to qualified lawyers but will offer the gains of experience to be utilized more fully. The conference of Chief Justices urges the enactment of a minimum term of ten years for the trial and appellate judges in those states with shorter terms.

"In several states, the office of Chief Justice rotates among the members of the court at intervals ranging from six months to two years. Under these conditions, it is hardly possible to maintain effectiveness and continuity in the administration of the judicial system. This Conference favors a permanent chief justiceship for the court of last resort in every state."

In discussing judicial compensation, the Justices emphasized the importance of adequate compensation as a means of attracting competent lawyers to judicial service. They examined salary levels for judges in the various states and concluded that, in general, compensation was inadequate. Some Justices commented that, despite recent increases, judicial salaries have not kept pace with the cost of living. Several members noted that constitutional provisions in their states bar increases during the terms of incumbents; this delays salary adjustments and results in inequities, since Justices of the same court receive varying rates of compensation.

Accordingly the Conference passed the following resolution:

"The Conference of Chief Justices has examined carefully the compensation paid to judges in the various states and has found such compensation, with few exceptions, grossly inadequate for competent judicial service. This Conference urges the Governors and members of the Legislatures in the several states to enact legislation at the next session of their legislatures to correct this serious difficulty. Any prohibition against a salary increase during term should be eliminated."

The justices agreed that adequate retirement systems help to compensate for reductions in pay

experienced by lawyers who accept judicial positions. Thus a judicial retirement system may serve as an additional inducement to qualified lawyers to accept judicial posts. The Justices noted that most states provide retirement programs for the judiciary but that retirement benefits are inadequate in some states.

With these points in mind, the Conference adopted the following resolution:

"Men and women of high caliber are more inclined to accept judicial office if it offers a dignified retirement program after a specified period of service, with some guarantee of economic security. The Conference of Chief Justices urges every state to provide an adequate judicial retirement system separate from any other. They are further urged to provide an adequate pension for widows of judges."

Chief Justice John R. Dethmers of Michigan presided at the final round table, on pre-trial conferences and summary judgments. Discussion leaders included Chief Justice John B. Fournet, Louisiana; Chief Justice Thomas E. Grady, Washington; Associate Justice Laurance M. Hyde, Missouri; Chief Justice Earl C. Latourette, Oregon; Chief Judge Edmund H. Lewis, New York; Chief Justice James Morris, North Dakota; Chief Justice Daniel K. Sadler, New Mexico; Chief Justice Porter Sims, Kentucky; Chief Justice Griffin Smith, Arkansas; Chief Justice Mortimer Stone, Colorado; and Associate Justice John W. Yeager, Nebraska.

Justices from states which make frequent use of summary judgment procedures described this type of action, which permits a judge to dispose quickly and easily of issues raised in attempts to block the enforcement of valid claims. Justices commented that summary judgment helps to clear crowded dockets, expedites the work of the courts and reduces delay in putting judicial orders into effect.

In discussing pre-trial, most members of the Conference reported that questions concerning this procedure rarely are raised in the appellate courts of their states. Several members of the panel, in preparation for the meeting, had asked trial judges and lawyers in their states to comment on their experiences with pre-trial conferences. The replies indicated general satisfaction with pre-trial and agreement that it can be an effective method of handling much litigation. Respondents suggested that pre-trial should be mandatory except for a few types of actions and that the results should be embodied in orders of the court, binding on all parties. Many of them stated that judges in pre-trial hearings should not have power to eliminate issues nor to impose settlements. They agreed that settlements should be postponed until all issues had been developed and explored in the hearings. Finally, most respondents expressed belief that pre-trial conferences should be held in chambers rather than open court, since much of the value of the procedure arises from the informal nature of the hearings.

Major criticisms received concerned the methods used by some judges in conducting pre-trial conferences and the actions of some lawyers in attempting to take unfair advantage of the hearings. Justices agreed at the conference that pre-trial hearings are hard work and that they impose special responsibilities on trial judges. They cannot be hurried affairs, although judges must be alert to prevent lawyers from using them as a means of delaying trial indefinitely. Members agreed that properly conducted pre-trial hearings are of great value in improving the administration of justice.

In addition to resolutions relating to subjects discussed at the round table sessions, the Conference adopted the following resolution pertaining to the American Bar Association's Special Committee on Criminal Law:

"Whereas the American Bar Association recognizes the imperative need for improving the administration of criminal law, and whereas that Association has designated a committee headed by Mr. Justice Robert H. Jackson to accomplish this purpose;

"Therefore, be it resolved that this Conference of Chief Justices fully endorses the need for such action and records its enthusiastic support of this Committee. It expresses complete willingness to cooperate and render such service to the Committee as may be appropriate."

At a dinner for the Justices on Thursday, Erwin D. Canham, Editor of *The Christian Science Monitor,* spoke on the subject "What Is Power?" He emphasized that this nation's real power is based upon our concept of freedom. Mr. Canham suggested that the important task in foreign policy is to find ways to apply this concept, to demonstrate the meaning of freedom and to develop a program of sharing freedom with all peoples.

The secretariat distributed to members of the Conference memoranda on the publication of opinions and official state reports. The memoranda summarized replies received from the various states in a survey conducted a few months before the Conference. The secretariat also prepared and distributed preliminary tables containing data on tenure, selection, compensation and retirement of state court judges.

The Conference requested the secretariat to con-

(*Continued on page 250*)

In 1951 the Governors' Conference requested the Council of State Governments to make a study of training and research in state mental health programs: a survey of current activities in these fields and an investigation of means to progress in them. The resulting report, made to the Governors' Conference in August, 1953, has been published—a volume of 380 pages of text, tables and charts. The new study is a sequel to an earlier report by the Council to the Governors' Conference, The Mental Health Programs of the Forty-Eight States, *which dealt with such broad aspects of the subject as the administration of state hospital systems, their plant, personnel and programs of care and treatment. The following pages present the "Summary and Recommendations" of the new volume.*

Training and Research in State Mental Health Programs

Summary and Recommendations

The Responsibility of the States in the Field of Mental Health

1. The field of mental health has broadened rapidly in recent years. Care and treatment of the severely psychotic and the mentally deficient in state institutions remain as important as they ever were, but action for mental health no longer is confined to the hospitals. Concern is growing for the mentally ill who do not require hospitalization. Important efforts are being made toward early recognition and treatment of all mental illnesses—in mental health clinics, child guidance centers, schools, welfare agencies and other community institutions. New emphasis is being placed on development of measures aimed at prevention of mental illness, through biological, psychological and social research and through public education.

In view of those facts, the states have a widening responsibility for the promotion of mental health both inside and beyond the state hospitals.

Each state, therefore, should appraise the breadth and adequacy of its entire present mental health program in the light of future needs and, within the limits of its resources, assume necessary additional responsibilities for the early recognition, treatment and prevention of mental illness.

2. Care and treatment by existing methods alone, however, are not sufficient to cope with mental illness. Better treatments and more positive means of prevention are needed, and also a larger number of persons competently trained to put them into effect. Training and research are primary hopes for eventual reduction of admissions to mental hospitals. In addition, immediate benefits accrue to institutions engaged in training and research activities because competent staff can more readily be obtained and retained under these conditions.

Mental health training and research programs, accordingly, should be encouraged and supported by the states, and specific appropriations should be made for them.

Organization and Administration

3. The administration of training and research programs in most states is unsystematic and uncoordinated. Although it is impractical to unify the administration of all state agencies concerned with mental health (hospitals, correctional institutions, public schools, university laboratories, public and mental health authorities, etc.) under one department of state government, increased integration and coordination of their programs is feasible and desirable.

It is recommended that a position of director of training and research be established within the mental health agency in each state to assume responsibility for the coordination of mental health training and research within the state's jurisdiction. It is recommended further that, where possible, regular meetings of the heads of all state agencies concerned with mental health be held for the purpose of integrating their efforts. A technical advisory committee, composed of scientists and educators in the field of mental health, should be established in each

state to advise and assist the mental health agency and other state departments concerned in the coordination of training and research activities.

The advisory committee should include qualified representatives of the state hospital system, institutions of higher education in the state and such other private and public agencies as are involved in training and research efforts. The committee should be of the highest technical competence, and thus command the respect of scientists and the public generally. To insure continuity its members should be appointed for specific terms on a staggered basis.

In regular consultation with the advisory committee, the director of mental health training and research should recommend the allocation of appropriate funds for training and research, facilitate arrangements between state hospitals and teaching institutions for internship and affiliate training, cooperate in interstate agreements for professional training, assist individual hospitals and other institutions in establishing training and research activities, secure information on research projects in his own and other states, and participate in an interstate clearinghouse for mental health training and research.

4. Present lack of communication and coordination among state hospitals, universities professional schools and community agencies makes procurement of staff for hospitals more difficult than it need be, isolates hospitals from the main streams of research activity, prevents maximum improvement in the quality of training and results in duplication of effort and equipment.

The states should encourage their mental hospitals and clinics to affiliate with teaching centers in order to encourage greater participation of state hospitals in field training and internship in the biological and social sciences. Through joint university-hospital staff appointments and other means members of university faculties should be encouraged to originate and participate in research in state mental hospitals. The state mental health advisory committee can be active in promoting close communication between hospitals and teaching centers.

5. One of the important obstacles to adequate evaluation of procedures and therapies is the lack of uniformity in statistical methods in mental hospitals and clinics throughout the country. Differences in terminology and reporting systems prevent the results of treatment in one hospital from being compared accurately with results in another. Thus the findings of many research studies are not being used as effectively as possible to achieve better understanding of mental disease. The United States Public Health Service is striving to correct this in a pilot group of fifteen states.

All states should cooperate with the Public Health Service in the adoption of uniform terminology and statistical reporting procedures in the field of mental health.

Training

6. The adequacy of staff in state hospitals for the mentally ill has improved in the last decade. Substantial increases have been made in the number of attendants, occupational therapists, social workers and psychologists. Despite the over-all increase in staff, however, serious shortages of trained personnel today interfere with effective treatment of patients. The average number of patients per staff member in most mental hospitals fails to meet necessary standards of staff-patient ratios. Especially critical are the heavy case loads of psychiatrists and graduate nurses. Few state hospitals, therefore, are able to make full and effective use of present treatment methods, which could speed improvement of patients and increase the number returned to productive life.

The states should appraise the personnel situations in their state mental hospitals and support, where necessary, training of increased numbers of personnel. They should take steps to encourage an increase in the number of students at the graduate and undergraduate levels in the professions immediately concerned with psychiatric treatment and also in the basic biological and social sciences which affect progress in mental health. State institutions which are not accredited for residency or as affiliate training centers for psychiatrists, clinical psychologists, social workers, nurses and other professional groups should endeavor to raise the level of teaching and supervision in their institutions to secure accreditation.

The current trend toward increasing the number of courses in basic psychological and psychiatric subjects in the curricula of other professions should be encouraged. Premedical and medical students in particular should receive a more comprehensive background in the fundamental psychological and social sciences, since those who do not specialize in psychiatry will receive little further formal training in them. Social workers, nurses, the clergy, teachers, lawyers and law enforcement officials also should be encouraged to include such courses in their training.

7. In-service training in mental hospitals and other facilities is important for improving the competence of existing staff, for making the institutions attractive to new personnel, for maintaining staff

morale and enthusiasm and for integrating mental hospitals into the main stream of teaching and research in the country.

More extensive and effective in-service training programs for all grades of personnel should be provided in state hospitals. In the larger hospitals such programs may be the responsibility of a training or a research and training officer.

Narrow specialization within the field of mental health does not make for the best care and treatment of mental patients. In-service training for all hospital personnel should include lectures and seminars designed to acquaint each professional group with the special knowledge and skills of the other professions represented. In many cases basic courses in hospital orientation, patient management, general psychology, psychiatry, the special therapies and the functions of each occupational group can be organized advantageously into a common curriculum for most of the hospital staff. In-service training also should provide for interchange of experience in the actual work of the different groups, so that each staff member may both understand and assist in duties other than those of his specialty.

8. The high cost of professional education and the relatively low salary scales in state employment now deter many competent people from entering state employment in the mental health field. Retention of existing staff and recruitment of teaching faculty and research scientists are made difficult because of large salary differentials that frequently exist between state and other medical and educational institutions. Stipends for graduate training are common incentives in many professions. They rarely are provided by states to encourage able students to enter the various mental health professions. It has been shown that in particular instances a high percentage of students given stipends or field training by particular agencies return to employment in such agencies.

Individual states should consider the advisability of providing stipends for graduate training in psychiatry, psychiatric social work, psychiatric nursing, clinical psychology, physical and occupational therapy, public mental health and the basic biological and social sciences.

Salary scales should be adjusted to reduce to the extent possible differences between public and private scales so that public mental hospitals may compete effectively for the limited personnel available to fill treatment, teaching and research positions.

9. Nonmonetary factors, however, are of great importance in recruiting staff, especially research scientists, for the mental health programs. The adequacy with which hospitals and clinics can be staffed is directly related to the quality of research and teaching in them. Contributing factors include the amount of moral support and recognition given to teaching and research activities by the staff, the extent to which staff are selected and retained on the basis of merit, the availability of academic, library and laboratory facilities, and other conditions that influence morale.

Hospitals, clinics and other agencies conducting research should make every effort to provide these factors, tangible and intangible, through administrative support of teaching and research programs.

10. The effectiveness of the hospital as a treatment, teaching and research center depends in part on the success with which it utilizes the resources of the community and becomes a community resource itself. An important step in this direction is to involve local physicians and other specialists in the hospital program as part-time staff members. This permits the community physician or specialist to maintain contacts with patients he has referred for hospitalization. It augments the hospital staff, increases the contact between institutional psychiatry and the remainder of medicine, broadens and strengthens teaching in the hospital and improves its community relations. Increased cooperation between community agencies frequently may be brought about by joint staff appointments among public and private hospitals and clinics, child guidance centers, community welfare agencies and correctional institutions.

Hospitals and other mental health facilities, therefore, should use part-time services of professional persons within the community to as great an extent as other requirements permit.

Prevention of Mental Disorder

11. An ultimate goal of research in mental illness is to prevent it. At present positive methods for prevention are limited to relatively few mental disorders.

The urgent need for extending the area of prevention calls for increased research to determine the relative value of various new preventive measures. Future studies, for example, should evaluate scientifically the effectiveness of early treatment measures, such as those of clinics and child guidance centers, the results of improved prenatal care to reduce congenital brain damage, new chemicals which may prevent the onset of some diseases, the usefulness of school classes in "human relations" and the results of improvement in community and family environments. Since it is generally agreed that the

foundations of mental disease are most commonly developed in childhood, studies of biological, psychological and social development of children should be stressed.

Research

12. The kinds of training and research programs to be undertaken by the states should be determined by individual state resources and needs. The following considerations, however, should be examined closely in formulating a state training and research program:

a) States which already possess major teaching centers, especially universities or medical schools, should coordinate their training and research activities to make maximum use of these institutions and their laboratories. They are natural centers for research scientists, technical personnel, professional meetings, etc.

b) State-sponsored research efforts should be concentrated in or near existing facilities: academic institutions, hospitals, clinics or other laboratories. The acute shortage of trained research scientists usually makes it unwise to set up new research centers isolated from existing facilities.

c) Many significant research problems, however—dealing especially with the effectiveness of existing treatment methods, with genetic, family and community factors in the cause of mental disorder, and with methods of preventing it—can be pursued advantageously in many areas without large research centers.

d) The most critical prerequisite to research is scientific personnel. State training and research programs should emphasize the training of research personnel, making maximum use of the special talents and training of available academic and clinical personnel to every extent possible.

e) Since successful research normally requires continuity of personnel, facilities and financial support, the states should make every effort to assure sustained financial support, and thus avoid wasteful interruptions of the research program.

f) Excellent opportunities for important research on mental disease exist in state hospitals, even where hospital personnel lack time or training to undertake it themselves. The states should encourage use of their hospital facilities by qualified scientists from other institutions. Such cooperative research arrangements may speed the discovery of more effective means of treatment, stimulate later research by members of the hospital staff, and improve community relations of the institution.

13. Although some mental hospitals, because of geographic isolation, overcrowding or inadequate staffing may not be suitable for major research projects, most of these can take advantage of potential opportunities for research effort more effectively than is now the case.

Research thrives on original thinking and the free exchange of technical information. Private and industrial research laboratories have demonstrated the value of providing leaves of absence with pay for professional staff who wish to acquire further research training or attend scientific meetings. It also has been found beneficial to make maximum use of research consultants from other institutions.

At present, however, the daily care and treatment demands of most mental hospitals do not permit time for staff members to participate in any except the most casual research.

If headway is to be made against the rising number of admissions to mental hospitals, time and facilities for research should be made available to qualified research workers in them. Research activities in state mental hospitals should be coordinated under a research director. In small institutions, the research director may be the clinical director or superintendent; in other instances, the scope of the research program may require creation of a separate position. This may be particularly desirable if responsibility for the hospital's training program also can be placed under it.

14. Discovery of better ways to treat and prevent mental disorder is contingent on more fundamental studies in physiology, biochemistry, neurology, psychology, sociology and related fields.

Research laboratories in state institutions should be encouraged to undertake fundamental research in the biological and social sciences as well as to seek practical solutions to immediate problems.

15. Research scientists working on problems of mental health and disease need to be in close touch with the latest findings of other scientists engaged in similar studies. There is need for communication among hospitals, universities and other research centers throughout the country on research in progress or being planned. Such communication can take advantage of new findings quickly and avoid unnecessary duplication of research effort. A scientific clearinghouse now exists, the Bio-Sciences Information Exchange of the National Research Council, from which individual scientists may obtain brief reports on research projects related to their own which are currently in progress.

It is suggested that all states arrange for the use of scientific exchange services by members of their hospital staffs to increase the economy

and effectiveness with which research is conducted. Staff members also should be encouraged to publish completed research findings in scientific journals and personally to present papers at professional meetings.

Interstate Cooperation

16. Where practical, it is desirable for states to provide adequate professional training in the graduate schools of their institutions of higher learning. However, many states which lack major teaching centers for the training of certain professions, are taking advantage of interstate compacts for this purpose. Physicians, dentists, veterinarians, social workers and public health officers are being trained, or plans are being made for their training, under interstate arrangements of the Southern Regional Education Board and the Western Interstate Commission for Higher Education, both created by compact.

States already participating in interstate educational compacts may wish to consider extension of agreements under them to include specialized training in psychiatry, psychology, nursing, social work and other specialized practices needed in hospitals and clinics.

Existing training and research centers in a number of states could be utilized as regional institutes for the training of therapeutic teams and for important research programs in the field of mental health. It usually is more desirable for a group of states to support one teaching or clinical training center which can achieve accreditation and prestige through the high quality of training it offers than to attempt to maintain a number of isolated, unaccredited centers able to offer only marginal training.

Where individual states find it impractical to provide adequate training for members of mental health professions in short supply, it is recommended that they enter into appropriate interstate arrangements for academic and clinical training.

17. No state lacks individual opportunity to contribute research toward prevention and improved treatment of mental disorders; but most states, especially those that lack major research centers of their own, could strengthen their research efforts through cooperation with nearby states.

It is recommended that states participate jointly in mental health research suitable for such cooperation and that they investigate practical means to cooperate in supporting and enlarging the research activities of institutions in their regions, under arrangements by which the personnel and cost of facilities and equipment may be shared equitably.

Interstate cooperation for research could be facilitated markedly through leaves of absence for hospital and university personnel in states lacking major research centers to spend periods of time at research institutions in other states.

18. Interstate mental health conferences may be devoted profitably to problems of research, training facilities and standards, treatment methods, hospital administration, forensic psychiatry and hospital-community relations.

All states should cooperate in periodic regional mental health conferences.

19. It is difficult at present to obtain comprehensive data on many aspects of the mental health programs of the forty-eight states, particularly with regard to current training and research activities. State legislators, state officials and others concerned with mental health repeatedly seek information on the experiences of other states, to learn what their institutions and agencies are doing to reduce the prevalence and severity of mental illness.

It is suggested that the states establish an interstate clearinghouse, the functions of which may include the following:

a) To maintain up-to-date information on the mental health programs of all states, especially with reference to the scope, nature and results of training and research activities, and to make the experiences of each state available to all.

b) To cooperate with federal, local and private agencies in making maximum use of existing resources in the promotion of mental health.

c) To aid in initiating arrangements, where requested, for interstate cooperation in academic and field training and in use of existing research institutions.

d) To provide expert field consultation for states wishing more detailed assistance in establishing effective mental health programs.

Conference of Chief Justices

(*Continued from page 245*)

duct a study during the coming year of the cost of the judicial branch of government in the various states and of the cost of law enforcement activities.

The resolutions adopted by the Conference of Chief Justices record the support of the highest judicial officers of the several states for important changes in judicial administration. Through exchange of ideas and information at the annual meeting, the Chief Justices again had been able to cooperate in examining problems in this area and in proposing means of improvement.

The Commission on Intergovernmental Relations

(*Continued from page 234*)

ducted the study on federal-state relations for the Commission on Organization of the Executive Branch of the Government. The Governors' Conference has adopted a number of resolutions on the subject over the years. The last of these, prior to establishment of the Commission, was adopted at the Forty-fifth Annual Meeting of the Conference at Houston, Texas, in 1952. It urged Congress to establish a commission on intergovernmental relations, primarily to reappraise our entire intergovernmental fiscal and service structure.

President Eisenhower at the outset of his administration acted to make an appropriate commission a reality. In his State of the Union Message to Congress on February 2, 1953, he stated: "To bring clear purpose and orderly procedure into this field, I anticipate a thorough study of the proper relationship among federal, state and local programs. I shall shortly send you specific recommendations for establishing an appropriate commission. . . ."

On February 14 the President invited a subcommittee of the Governors' Conference Committee on Intergovernmental Relations to meet with him and Congressional leaders at the White House to discuss the matter. This meeting was held on February 26, and it was agreed among the conferees that numerous complex problems besetting federal-state relations demanded study, clarification and solution. Pertinent legislation subsequently was submitted to Congress, adopted by both chambers, and signed by the President.

The Declaration of Purpose in the Act, which was approved July 10, states:

"Because any existing confusion and wasteful duplication of functions and administration pose a threat to the objectives of programs of the Federal Government shared in by the States, including their political subdivisions, because the activity of the Federal Government has been extended into many fields which, under our constitutional system, may be the primary interest and obligation of the several States and the subdivisions thereof, and because of the resulting complexity to intergovernmental relations, it is necessary to study the proper role of the Federal Government in relation to the States and their political subdivisions, with respect to such fields, to the end that these relations may be clearly defined and the functions concerned may be allocated to their proper jurisdiction. It is further necessary that intergovernmental fiscal relations be so adjusted that each level of government discharges the functions which belong within its jurisdiction in a sound and effective manner."

To that purpose, the Act directs the Commission to "study and investigate all of the present activities in which Federal aid is extended to State and local governments, the interrelationships of the financing of this aid, and the sources of the financing of governmental programs." The directive continues:

"The Commission shall determine and report whether there is justification for Federal aid in the various fields in which Federal aid is extended; whether there are other fields in which Federal aid should be extended; whether Federal control with respect to these activities should be limited, and, if so, to what extent; whether Federal aid should be limited to cases of need; and all other matters incident to such Federal aid, including the ability of the Federal Government and the States to finance activities of this nature."

The Act directs the Commission to submit its final report to the President by March 1, 1954, for transmittal to Congress, including recommendations for legislative action; meantime the Commission is authorized to make such earlier reports to the President as he may request or the Commission deems appropriate. Broad means for obtaining information are set forth in the Act, as are authorizations for meeting expenses and securing personnel. Under the terms of the law, the Commission will cease to exist six months after transmittal of the final report to Congress.

Following creation of the Commission by this Act, the Governors' Conference, meeting in Seattle, Washington, early in August, expressed its gratitude to Congress, pointed out that the enactment carried out a recommendation consistently advocated by the Governors' Conference for many years, and added:

"The Governors' Conference hereby directs the Council of State Governments to make its full facilities available to the Commission on Intergovernmental Relations and to render all possible assistance to the Commission in the conduct of its work."

The Council is cooperating with the Commission accordingly as its work proceeds.

The American Assembly

(*Continued from page 236*)

unbiased facts but is aiding them in reaching sound conclusions on questions of primary public importance, so that they can "take effective steps toward solving these problems."

This year the topic of the Assembly—to convene on November 5—is *Economic Security for Americans*. The Assembly will consider the changes that have taken place in the life of the individual since the turn of the century as a result not only of social legislation—including social security, housing laws, wage and hour legislation and the shorter work week—but the development of private and

public health insurance affecting public health and the development of private pension plans by corporations, unions and others. In short, the Assembly will seek to answer the questions: "Are our citizens better or worse off economically than they were a quarter or a half century ago?" "Are we getting our tax dollar's worth for our 'security'?" "How can the economic security of the individual citizens be strengthened along sound lines, with a stabilizing effect on our economy?"

The preparation for this Assembly requires careful, unbiased, factual study. It will require the presence of representative, patriotic and able citizens. Further, the very nature of the problem will require that its conclusions be disseminated to the public in readily understandable language. Such, indeed, was the character of the twenty-four-page pocket-size Assembly booklet on inflation, illustrated by a magazine cartoonist, which was printed for general distribution.

The *New York Times* said of the twenty-two basic research monographs on inflation – from which the popular informative material was drawn: "It is probably no exaggeration to say that this set of monographs, measured in terms of quality, comprehensiveness and timeliness, constitutes the most valuable library of its kind ever assembled." The illustrated booklet, indeed, was received so enthusiastically throughout the country that the Assembly's quantity production was reprinted by various groups, to the extent of hundreds of thousands of copies. These booklets are still available in limited quantity to those interested, at minimal cost, on application to Mr. Edwin T. Gibson, Executive Director of the American Assembly, Graduate School, Columbia University, New York City.

With such a practical, impartial, sound and representative approach to the solution by our citizens and their representatives of their own most pressing problems, the American Assembly obviously has justified the high hopes of President Eisenhower in its formation as an important aid to America's "Government by the People."

State Aid and Our Public Schools

(*Continued from page 240*)

must channel more of it into equalization and less into flat grants.

The size of state school appropriations is often less important than their method of distribution. The need to relieve the great inequalities which exist among school districts is the most potent argument for state aid. Yet 55 per cent of the state school funds are allocated as flat grants.[13] The wealthier areas insist on their "share" as the price for raising school appropriations. This is understandable, but as a result poor districts go hungry. There is no reason why well-to-do communities should not raise the bulk of their own school costs.

Forty-two states have school equalization programs of some sort. They usually pay the difference between a minimum amount per child or per classroom unit and the sum raised by a standard millage upon the assessed valuation in a district. Because of widely differing assessment practices, that method does not provide true equalization. It enables some communities to obtain higher state payments by keeping their assessments low. It rewards, in effect, competitive under-assessment.

A few states in recent years have adjusted local assessment totals in each jurisdiction by a factor which is supposed to be the average ratio of assessed to true value. However, most of the ratios now actually in use are far from realistic. True equalization would result if the ratio of assessed to market value were obtained from an adequate sample of recent sales transactions.

(2) *States should aid needy districts with school building construction through state loans or the renting of state-owned school buildings.*

Raising funds for school construction often presents a problem of greater magnitude than finding sufficient funds for current expenditures. Existing obligations, debt limitations and the condition of the bond market sometimes make it impossible for districts to finance urgently needed plant expansions. Yet only about one-fourth of the states aid their districts with grants or loans of substantial size for school building construction. Experience has shown that outright grants do not promote the most prudent use of available funds. The California pattern of repayable loans or the Pennsylvania plan of a school building authority which rents the buildings to the districts both seem worth copying. Georgia, Maine and Indiana have adopted the Pennsylvania plan.

(3) *Consolidation of small uneconomical districts will provide better education at lower cost and enable the reorganized units to become more self-supporting.* "Two-thirds of all school districts have fewer than 50 pupils and account for only 3% of total district enrollment." Ninety-three per cent of all school districts have fewer than 750 pupils each.[14]

Reorganization thus has progressed far too slowly. High state grants on a classroom-unit basis help to perpetuate dwarf units. Local pride is desirable—but not at the expense of other taxpayers nor at the expense of giving children a poorer education.

(4) *States can do more good by "helping local*

[13] Public School Finance Programs, op. cit., Tables 6 and 7.
[14] U. S. Bureau of the Census: *Governments in the United States in 1952.*

governments to help themselves" than by further expansion of financial aid. Technical assistance in the property tax administration can go a long way in helping to restore financial independence to counties, cities and schools.

A statement by a recent Kentucky Commission probably applies to most states, "The administration of the property tax is the weakest link in the Kentucky tax system."[15]

The appraisal of property is a professional task. It was not intended to be a policy-making job. Since local pressures often render it impossible for locally elected assessors to appraise property objectively and uniformly, the states should make technical assistance available for a re-appraisal. The setting of tax levies however, should be the responsibility of local governing bodies subject to approval of their residents.

To ease the mode of payment, property taxes should be payable like mortgages, light or telephone bills—in monthly installments. Cities increasingly are relying on non-property taxes which are beyond the reach of school districts. Some cities may be able to forego part of their millage in favor of the schools. Even if that were not done, the property tax, if fairly administered, could yield to schools far more than the $2.5 billion a year they now derive from it.

(5) *The real solution to the problems of our schools lies in greater citizen participation.*

There is ample proof that the American people will support an adequate school program if the need is shown to them.

At a time when the international situation forces us to devote 20 cents out of every dollar we earn to national security, all domestic programs must be viewed with a critical eye. A review of the school program cannot and should not be done on a national basis. It can be done on a state-wide basis as Utah and Kentucky have shown recently. In the end, however, "the American people, community by community will have to decide for themselves whether or not their schools meet their needs. In each community they will have to establish their educational standards—physical, intellectual and moral—and then measure their schools by those standards."[16]

The best answer to the basic issue of central responsibility versus home rule and local self-reliance can be found in Henry Simons' political credo:

"Doing specific good things by centralization will always be alluring. It may always seem easier to impose 'progress' on localities than to wait for them to effect it for themselves—provided one is not solicitous about the basis or sources of progress. A community imposing good local government from above may seem to get ahead rapidly for a time. Likewise, a community may temporarily raise its economic scale of life by living up its capital. And the analogy seems closely in point. Progress to which local freedom, responsibility, and experimentation have pointed the way may be accelerated for a time and effected more uniformly by the short-cut of central action. But such short-cutting tends to impair or to use up the roots of progress in order to obtain a briefly luxuriant bloom."[17]

[15] *Final Report of Findings and Recommendations of the Committee on Functions and Resources of the State Government of Kentucky*, 1951.

Among the States

(*Continued from Inside Front Cover*)

the facilities. In addition to the diagnostic section, the unit contains a seventy-four bed general hospital for mental patients who are physically ill. Psychiatrists and other scientists believe the unit may lead to important new insights into mental diseases.

●

Prison Psychiatry.—First steps in establishment of a psychiatric clinic at Jackson State Prison, **Michigan**, have been taken with the appointment of Dr. Warren S. Wille to direct the program. Dr. Wille, former head of the neuropsychiatric unit at the Army's Percy Jones Hospital in Battle Creek, Michigan, planned as his first procedure to survey prison psychiatric clinics in Illinois, New York and Wisconsin. Following prison disturbances in Jackson in 1952—blame for which was placed by investigators in part upon a small core of prisoners needing mental treatment—the legislature earmarked $25,000 for a full-time mental treatment program there. Tentative plans call for remodeling one of the cell blocks to house the clinic. Graduate psychiatrists of the University of Michigan are expected to assist Dr. Wille.

●

New York Redistricting.—A joint legislative committee of the New York Legislature is nearing completion of its studies for reapportionment of Assembly and Senate districts. The committee's recommendations will be based on the 1950 census figures, which would substantially rearrange legislative districting in Brooklyn, Queens, the Bronx, Nassau, Albany and Onondaga Counties. A special session to deal with this subject is expected shortly after the November elections.

●

Western Higher Education.—The Western Interstate Commission for Higher Education recently held its second annual meeting in Great Falls, Montana. Commissioners representing **Arizona, Colorado, Idaho, Montana, New Mexico, Oregon, Utah** and **Wyoming** attended, as did observers from **California, Nevada** and **Washington.** Dr. William C. Jones, newly appointed Executive Secretary of the commission, reviewed its recent program and outlined various possible commission approaches for the coming year. President Tom Popejoy of the University of New Mexico was renamed Chairman of the commission and President G. D. Humphrey of the University of Wyoming Vice-Chairman. It was announced that more than $300,000 had been authorized for exchange of medical, dental and veterinary students among the compacting states during the coming year.

[16] Roy E. Larsen, *loc. cit.*

[17] Henry C. Simons: *Economic Policy For a Free Society*, The University of Chicago Press, 1948, p. 13.

THE COUNCIL OF STATE GOVERNMENTS
1313 East 60th Street, CHICAGO 37, ILLINOIS
Return Postage Guaranteed

Sec. 34.66, P. L. & R.
U. S. POSTAGE
PAID
Chicago, Illinois
Permit No. 7733

Mr. Eugene B. Power
University Microfilms
313 North First Street
Ann Arbor, Michigan

Postmaster: If addressee has moved, notify sender on
Form 3547 postage for which is guaranteed

Indispensable for Reference

1952-1953 EDITION

THE BOOK OF THE STATES

AND ITS SUPPLEMENTS

Compiled and Published by The Council of State Governments

The Book of the States presents authoritative, timely information on all the forty-eight state governments:

Constitutional Developments
Administrative Systems
Legislatures, Recent Legislation
Judicial Organization
Intergovernmental Relations
Taxation and Finance
Schools and Libraries
Health and Welfare
Highways and Aviation
Regulatory Activities
Conservation, Planning, Development, and Other Essentials

Scores of state-by-state tables and charts, articles by experts in varied fields, Rosters of State Officials, a Directory of State Legislators, and a 1953 Supplement to bring them up to date.

THE BOOK OF THE STATES
$7.50

The July, 1953 Supplement

$2.00

Order from

THE COUNCIL OF STATE GOVERNMENTS
1313 East 60th Street Chicago 37, Illinois

The Facts You Need on State Government